

MEMORANDUM FOR: Anthony A. Lapham

FROM

[REDACTED]
Associate General Counsel

SUBJECT : Collection Tasking Organizations under
Executive Order 12036

1. I understand the attached packet of briefing papers called "Organization Collection Tasking Staff" (2 March 1978) represents plans, intentions and at least some decisions for organizing for the Director's collection tasking responsibilities and for those of NITC. The packet is not in the form of written charters or directives and thus is not the definitive word, but the papers apparently represent at least some current thinking. As indicated in the paragraphs below, some of the decisions appear to be inconsistent with Executive Order 12036 and not otherwise authorized.

2. The basic sheet is the one entitled "Collection Tasking Staff," which I have numbered page 5. This sheet would indicate that [REDACTED] overall entity would be entitled the Collection Tasking Staff, headed by the DDCI/CT and the ADDCI/CT, under whom would be five co-equal entities. One of the latter would be NITC. Three others apparently would be three committees now existing within the IC Staff or successors to those committees.

3. [REDACTED]

[REDACTED] The
Order, on the other hand, contains numerous provisions establishing duties, functions and authorities for the Director, one of which is to direct, control and manage NITC. The Order also establishes NITC and prescribes its functions. NITC is "for coordinating and tasking national foreign intelligence collection activities" and "shall be the central mechanism by which the Director of Central Intelligence" performs the four duties specified by section 1-502 (Tab A of this memorandum). Those provisions for DCI/NITC collection tasking functions are the only tasking collection authorities or responsibilities in the entire Order (except the somewhat peripheral functions of subsection 1-503 and 1-504). Thus they are the only tasking functions the Director has. Thus also, all tasking collection functions are to be performed by NITC. It would follow that to the extent the entities indicated in the four boxes are to perform tasking functions they are inappropriate as units outside of NITC.

4. A related problem is that of charters. Clearly section 1-5 of the Order is the basic NITC charter and the charter of any units within NITC must be based on and be consistent with that section. While it cannot be determined simply from the names of the five boxes--as distinguished from the language of any directives setting up the units and establishing their functions--that all of those units are to perform duties which the Order assigned to NITC, the title "Office of Collection Evaluation" suggests a function not authorized by section 1-5. It is to be noted however that another provision (section 1-202) directs the NSC Policy Review Committee to "[c]onduct periodic reviews of national foreign intelligence products, ... [and to] evaluate the quality of the intelligence product." Since the Director is the Chairman of the PRC when that Committee carries out responsibilities assigned by E.O. 12036, I think the Order would not preclude him from assigning to some official or entity the responsibility of assisting him in his capacity as chairman in performing the section 1-202 functions. The PRC itself could do likewise. But in view of the fact that NITC was established, and its functions assigned, by the President it is doubtful that its charter could be expanded by anyone other than the President. (In this connection, in the course of negotiating and drafting E.O. 12036 an IC Staff proposal that the evaluation function be assigned to NITC was rejected by DoD at least partly because it was outside the limits of PD-17 (August 4, 1977).) Thus, section 1-202 functions could be assigned to an "Office of Collection Evaluation." That Office should not be within NITC, although there would be no objection to having the OCE and NITC headed by the same individual.

5. If I am right on these interpretations, some shifting of gears and directions in setting up the tasking organizations may be in order and it would seem better to make any needed adjustments now before we get too far off the Executive Order track. One possible scheme would be to collapse the PHOTINT, SIGINT and HUMINT tasking entities into NITC and to leave the arrangements shown on sheet 5 otherwise unchanged, but in any event the charters of any intended entities, including the NITC charter, must be fully understood prior to the final adoption of any scheme. STATINTL



Attachments

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ORGANIZATION OF
COLLECTION TASKING STAFF
(CTS)

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S C O P E

1. GUIDANCE
2. GAPS
3. TASKING
4. COLLECTION DISCIPLINES
5. COLLECTION EVALUATION
6. PRIORITIZATION
7. STATUS

EXECUTIVE ORDER

A. FUNCTIONS

1. TRANSLATE NI REQUIREMENTS INTO OBJECTIVES AND TARGETS
2. ASSIGN OBJECTIVES AND TARGETS
3. ESTABLISH STANDARDS FOR DISSEMINATION, PROCESSING, AND FLOW
4. INTEGRATE COLLECTION IN CRISIS MANAGEMENT
5. REVIEW AND EVALUATE NATIONAL PROGRAMS (COLLECTION)

B. BY MEANS OF

1. CENTRAL MECHANISM FOR DCI, MANNED JOINTLY
2. AUTHORITY TO RESOLVE CONFLICTS
3. ADEQUATE DCI STAFF SUPPORT TO CARRY OUT PROGRAM EVALUATION (COLLECTION)

STATINTL

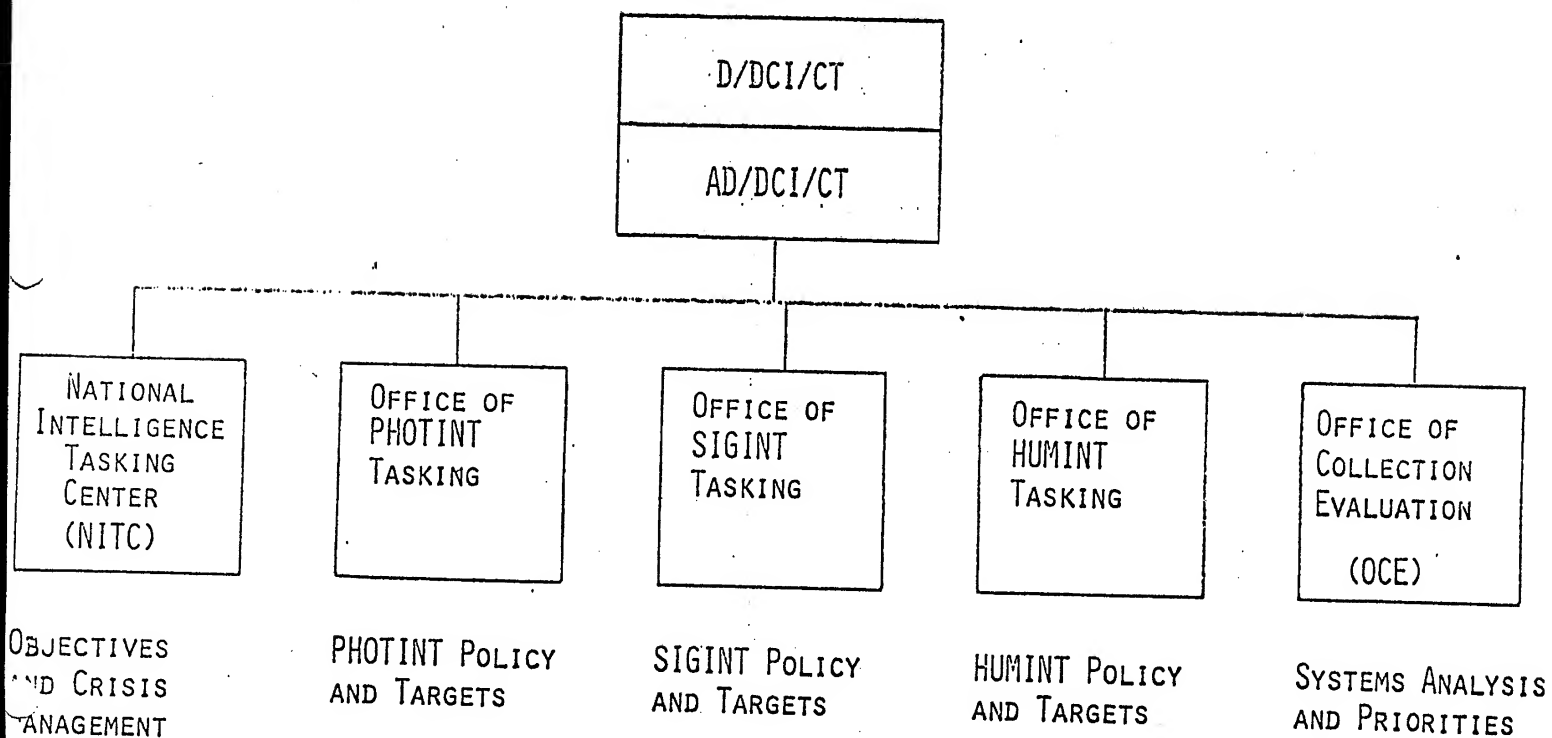
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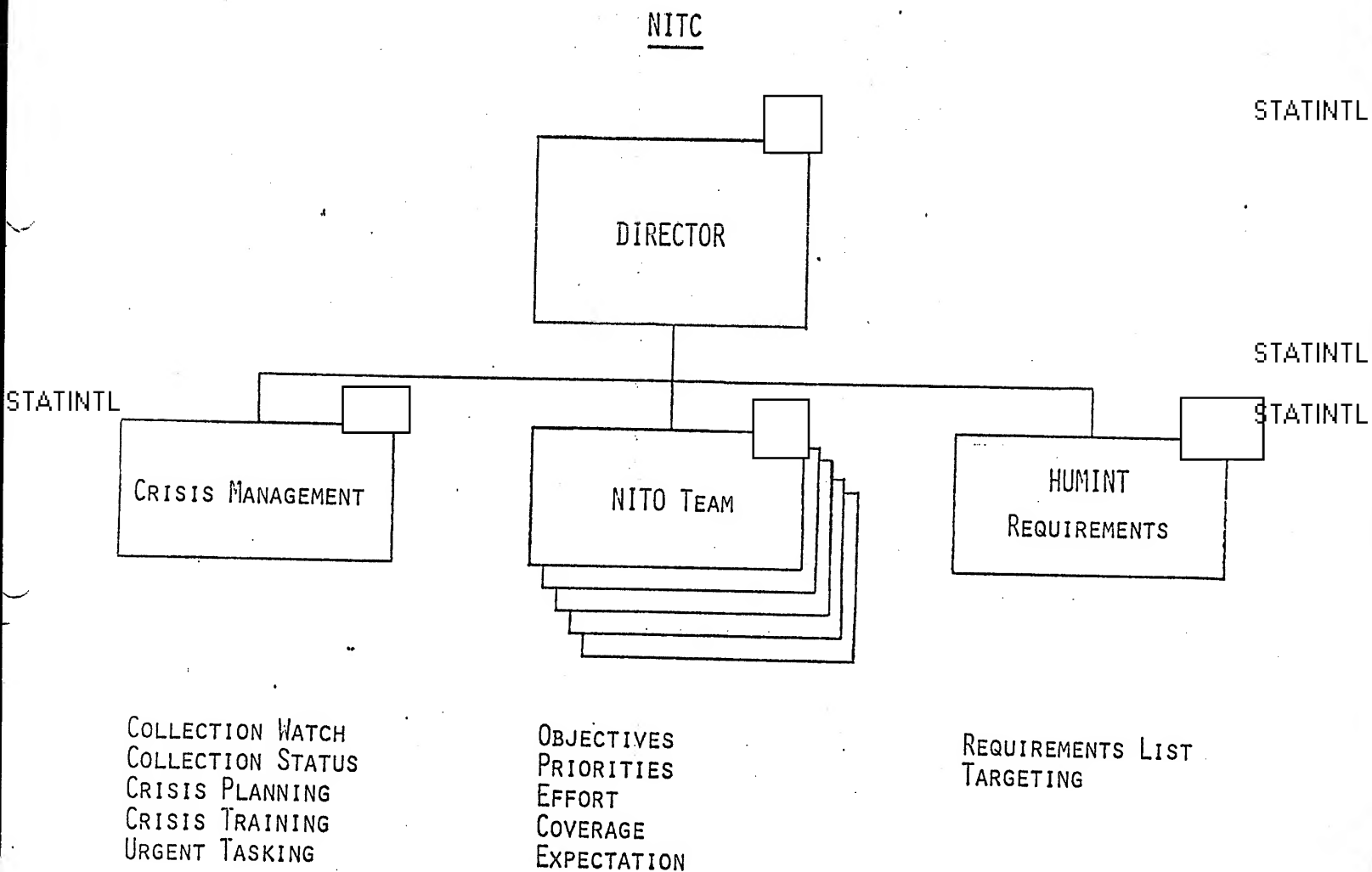
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NFI COLLECTION STRENGTHS AND WEAKNESSES

<u>FACTOR</u>	<u>BY DISCIPLINE</u>	<u>AMONG DISCIPLINES</u>	
1. OVERVIEW	FAIRLY CLEAR	FUZZY	} TASKING
2. COLLECTION TASKING	QUITE GOOD	SELDOM COORDINATED	
3. COLLECTION PRIORITIZATION	SOME EXCELLENT	DIVERSE	
4. CRISIS MANAGEMENT	GOOD INITIATIVE	DIFFUSE	
5. TARGET ARRAYS	SOME SUPERB	DISPARATE	} DISCIPLINES
6. DISSEMINATION	SOME GOOD	NOT ADDRESSED	
7. MEASURE OF EFFECTIVENESS	SOME EXCELLENT	UNCLEAR	
8. JARGON	CONFUSING	CONFUSING	
9. COSTING	INCOMPLETE	INADEQUATE	} SYSTEMS
10. SYSTEMS EVALUATION	SOME BRILLIANT	LITTLE ON MIX	
11. PRIORITIZATION METHOD	SOME	WEAK	

COLLECTION TASKING STAFF





COLLECTION SCHEMA

OBJECTIVES	REQUIREMENT <u>SA NUC PROLIF</u>			DISSEMINATION _____
	IMAGERY	SIGINT	HUMINT	ADDITIONAL OPTIONS
DECISION MAKERS				
STATE/CAPABILITY				
MATERIAL RESOURCES				
TEST CAPABILITY				
ETC.				

NOTE: EACH BLOCK IN BREVITY CODE:

- A. EFFORT, E.G., 30 MAN-DAYS
- B. COLLECTION PRIORITY, E.G., C
- C. COVERAGE, E.G., HALF
- D. EXPECTED YIELD, E.G., HIGH

TASKING OFFICES

STATINTL

PHOTINT

POLICY
TARGETING
PROCESSING
EXPLOITATION
ASSESSMENTS
PHOTINT SECURITY

SIGINT

POLICY
TARGETING
ASSESSMENTS
SIGINT SECURITY

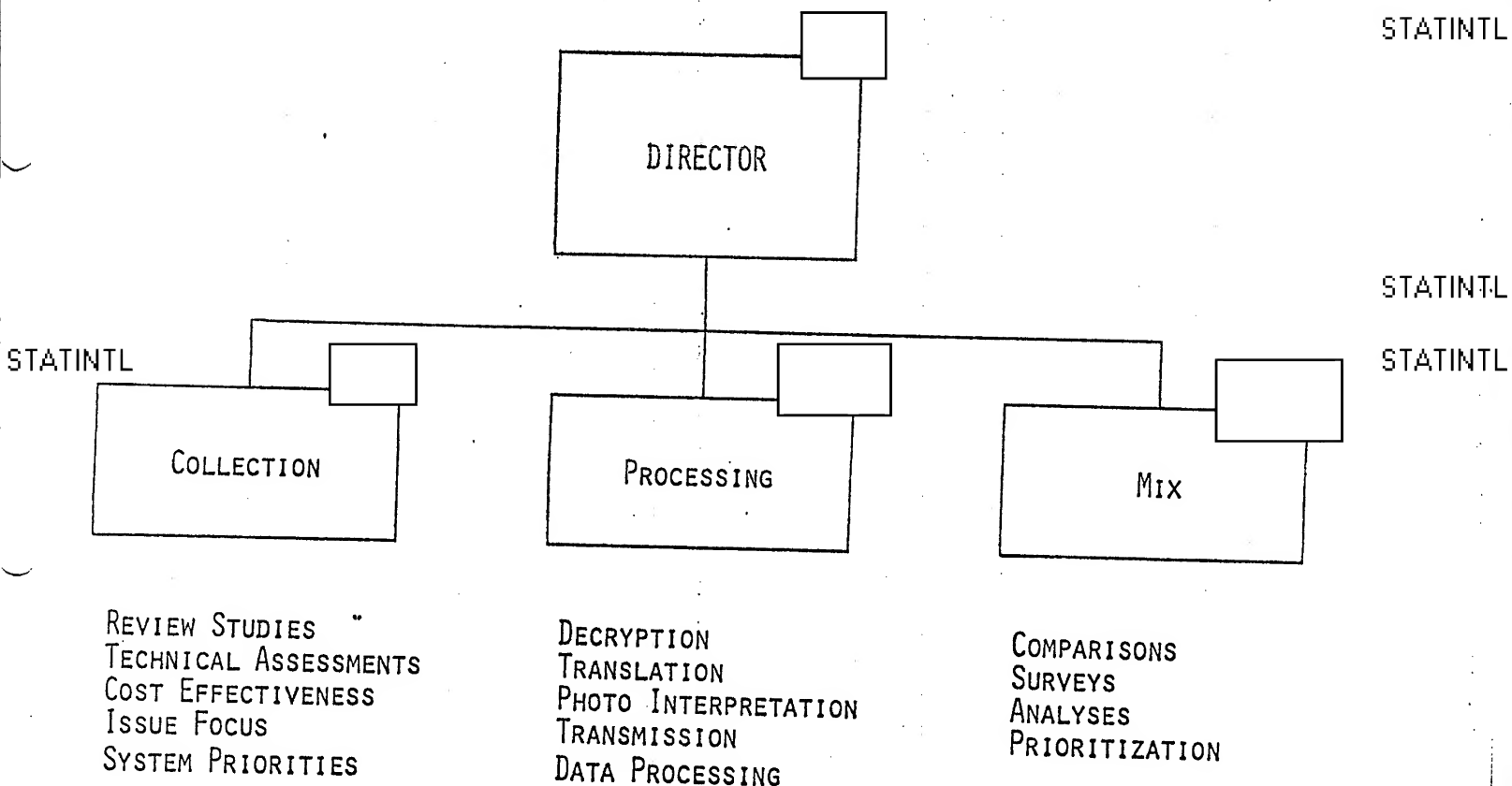
HUMINT

POLICY
REQUIREMENTS
ASSESSMENTS
MODE

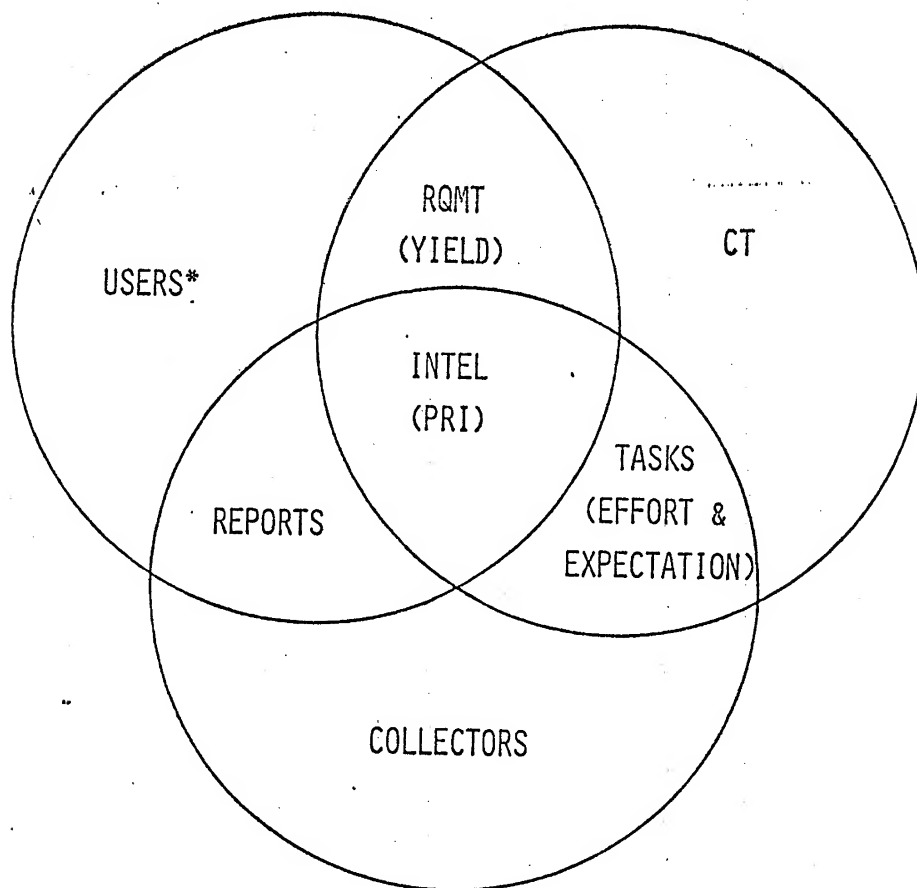
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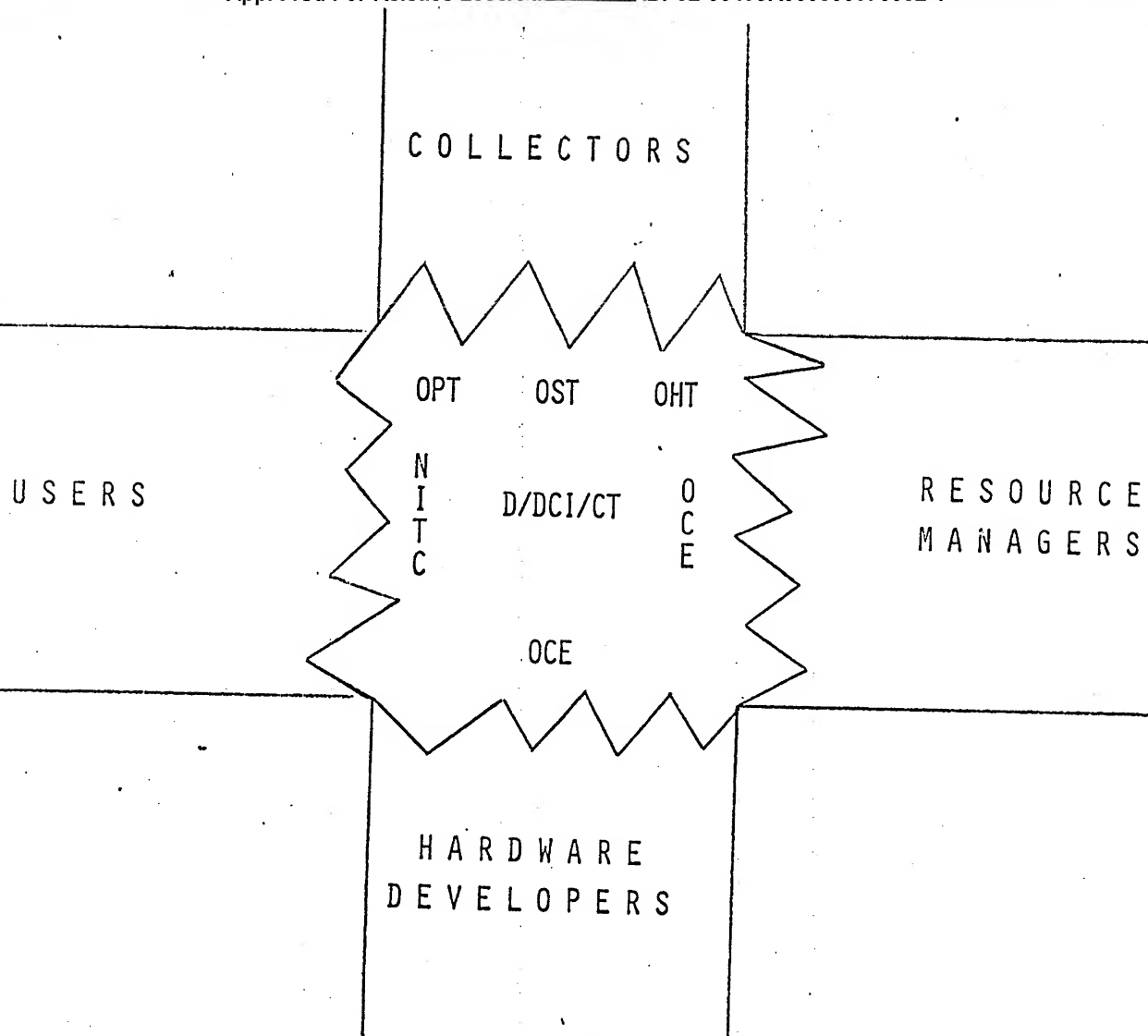
OFFICE OF COLLECTION EVALUATION



NATIONAL INTELLIGENCE PRIORITIZATION PROCESS



* INCL NFAC AND OTHER PRODUCERS



S C O P E

1. GUIDANCE	NSC AND EO
2. GAPS	CROSS DISCIPLINES
3. TASKING	NITC
4. COLLECTION DISCIPLINES	OPT, OST, OHT
5. COLLECTION EVALUATION	OCE
6. PRIORITIZATION	COHERENCE
7. STATUS	CONCEPT

1-502. *Responsibilities.* The NITC shall be the central mechanism by which the Director of Central Intelligence:

(a) Translates national foreign intelligence requirements and priorities developed by the PRC into specific collection objectives and targets for the Intelligence Community;

(b) Assigns targets and objectives to national foreign intelligence collection organizations and systems;

(c) Ensures the timely dissemination and exploitation of data for national foreign intelligence purposes gathered by national foreign intelligence collection means, and ensures the resulting intelligence flow is routed immediately to relevant components and commands;

(d) Provides advisory tasking concerning collection of national foreign intelligence to departments and agencies having information collection capabilities or intelligence assets that are not a part of the National Foreign Intelligence Program. Particular emphasis shall be placed on increasing the contribution of departments or agencies to the collection of information through overt means.